



TENNESSEE DEPARTMENT OF CORRECTION

STRATEGIC PLAN FOR PRISON POPULATION MANAGEMENT

September 4, 2003

Tennessee Department of Correction Strategic Plan for Prison Population Management

I. Introduction

To respond to the anticipated need for additional bed capacity, the Tennessee Department of Correction (TDOC) has developed this Strategic Plan to serve as a road map to direct the state's efforts to keep pace with the projected prison population during the next ten years. While the plan is not meant to be absolute, it does outline a strategy for the department to follow until needs arise as a result of changes in population projections, philosophy, funding, or other significant factors. This document provides a ten-year blueprint for the department to follow based on the information now available.

This plan describes the historical foundation for the population changes and capacity needs anticipated during the next ten years. It addresses the anticipated needs for both male and female offenders, and discusses current funding available to assist in meeting those needs. Moreover, the plan reviews departmental initiatives to reduce costs undertaken during the past ten years and those under consideration now, as well as plans having the potential to impact the anticipated need for additional capacity.

A. Population Projections

The current Strategic Plan is predicated on the January 2003 population projections, developed by TDOC's Planning and Research Division in conjunction with consultants from George Washington University. The department has used the modeling software designed to develop these projections since 1993. These projections cover Fiscal Years 2001/02 through 2011/12, and are updated annually, with mid-year reviews done approximately six months after the update. During the mid-year review, corrections are made to the projections as deemed necessary, and the projection model is recast if the projections are more than +2% or -2% different from the actual population.

Projections cannot take into account future changes related to legislative mandates, sentencing guidelines, and world events, and, therefore, would tend to be more accurate within five years. However, for planning and budgetary purposes, the department projects offender population figures for ten-year periods to ensure that the basic data needed for long-range planning is available to management.

B. Guiding Principles

The department's strategic plan for prison population management continues to recognize the value of accessing available bed space in the state, maximizing the double-celling of medium and minimum security prisoners, utilizing the space on land currently owned by the state and used for correctional purposes, expanding specialized programs in the most cost-effective manner, and continuing our current partnerships with the private sector where they are cost effective.

In 1995, the department provided a short term plan to meet an immediate need, which required a focus on the rapid but cost-effective acquisition of beds. The department now turns its attention to longer-term projects with a goal of

constructing new facilities, while continuing to focus on becoming as cost-effective as possible from an operational standpoint.

II. Historical Background

Forecasting and planning for the future is best done when informed with a view from the past. Therefore, a history of prison population management in the prior decade is instructive.

In November 1994, the Federal Court, which had overseen Tennessee's correctional system for more than ten years, issued a final order indicating compliance with court-ordered mandates and released the State from continued court oversight. In August of that same year, Tennessee became one of the first states in the nation to have its entire correctional system (including all facilities, the central office, its training academy, and the division of probation) simultaneously accredited by the American Correctional Association (ACA). This accreditation signified that the standard established for correctional operations had been met. It is essential to note that despite the State of Tennessee facing significant budgetary challenges during the ensuing eight years, the ACA accreditation has been maintained in all areas.

In January 1993, TDOC had an operational capacity of 11,116 beds. As of January 1, 2003, TDOC's operational capacity was 18,891, an increase of 70%. **(See Appendix 1.)** During this period, the total state felon population increased by 72.6% (from 14,533 in January 1993 to 25,080 in January 2003). This growth can be attributed to a variety of factors, including increases in the State's overall population, statutory enhancements in the criminal codes and sentencing laws, increases in the percentage of probation and parole violators returning to prison, and from FY91/92 to FY01/02, an overall increase in admissions of 46.1% system-wide. **(See Appendix 2.)** In addition, parole grant rates have declined since FY94/95, from a grant rate of 34.9% then to 26.5% in FY01/02. (For male offenders only, the grant rate for the same period declined from 33.9% to 25%.)

Dept. of Correction Operational Capacity 1993 - 11,116 beds 2003 - 18,891 beds 70% Increase

Total State Felon Population 1993 - 14,533 2003 - 25,080 73% Increase

The inmate custody level needs have changed as well. The custody levels of inmates determine the type of beds that are needed in the State's prison system. The chart below illustrates the percentage of offenders by custody level in TDOC prisons as of the first of January, 1993 and 2003, and a projected breakdown of bed needs for 2012.

Percentage of Population by Custody Level - 1993 to 2003

Custody							June 2012**					
	Jan. 1, 1993			Jan. 1, 2003			Male		Female		Total	
	Male	Female	Total	Male	Female	Total	#	%	#	%	#	%
Minimum Direct/Trusty	22.5%	34.9%	22.9%	18.4%	22.2%	18.6%	4,261	18.4%	350	22.2%	4,611	18.6%
Minimum Restricted*	37.2%	25.9%	36.8%	41.6%	50.9%	42.2%	9,643	41.6%	803	50.9%	10,446	42.2%
Medium	25.7%	28.1%	25.8%	27.4%	19.1%	26.9%	6,342	27.4%	302	19.1%	6,644	26.9%
Close	6.9%	4.6%	6.8%	2.7%	1.2%	2.6%	622	2.7%	19	1.2%	642	2.6%
Maximum	2.5%	0.5%	2.4%	5.1%	0.9%	4.9%	1,189	5.1%	14	0.9%	1,203	4.9%
Unclassified	5.2%	5.9%	5.2%	4.8%	5.7%	4.8%	1,106	4.8%	90	5.7%	1,196	4.8%
Totals	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	23,163	100.0%	1,579	100.0%	24,742	100.0%

***Note:** This category is comprised of inmates classified as minimum but are restricted to a medium security housing unit within the secure compound of an institution.

****Note:** June 2012 numbers are based on the projected population as of that date and allocated in accordance with the percentage breakdowns for the Jan. 2003 population.

The 1985 Comprehensive Corrections Improvement Act allowed for sweeping changes to the TDOC that included the addition of 6,842 new beds to the system by 1992. In 1994, funding was approved for additional beds to be built at existing institutions, and in 1995, funding was approved for a proposed new facility with approximately 1,600 additional beds. (These beds were constructed adjacent to the West Tennessee High Security Facility in Henning (Lauderdale County) and became part of the West Tennessee State Penitentiary consolidated institutional complex.) The total TDOC bed capacity increased by 10,994 beds between 1985 (7,897) and 2003 (18,891).

Jail population grew 18.8% in just five years, from 1998 to 2003.

Despite that progress, in 2003 the total jail population in Tennessee had grown 18.8% just in the prior five years. The jail population increased from 17,160 in FY98 to 20,393 in FY03 (see Appendix 3), the highest it had been anytime since 1986, including the time during the late 1980s that the federal courts were severely limiting TDOC's intake because of overcrowding. The jail population has continued to increase despite the fact that the state has increased admissions an average of 7.7% each year since 1992. As a result, there has been an increasing amount of dissatisfaction at the county level because of the growing numbers of state felons that were being held in "back-up" in county jails.

"Back-up" is the term used for prisoners who are held in local jails awaiting admission to a state facility as a result of a final judgement in their cases. TCA 41-8-106 (g) provides that the TDOC shall admit all TDOC-sentenced felons within fourteen (14) days of receipt of their judgement orders. In addition to the statute, the department is under court order [Roberts v. Tennessee Department of Correction, 887 F.2d 1281 (6th Cir.1989)] in four counties to intake their state felons within fourteen (14) days. The department also had entered into an agreement with Shelby County to intake at least 47 inmates per month through August 1995. Despite that rate of intake, Shelby County officials indicated that

they still had not alleviated their jail overcrowding situation. Therefore, a short-term three-year strategic plan was developed in 1995 to meet the immediate needs of the State.

A. Initial Plan

In September, 1995, a three year plan was proposed to provide relief to the county jails by making available an additional 4,030 beds by the end of 1997 to meet the demand for 3,774 new beds. The proposal allowed for the rapid yet cost effective acquisition of bed space through the following capacity expansions:

- New 1536 bed prison (West Tennessee State Penitentiary)
- 300 bed minimum security unit at Wayne County Boot Camp (WCBC)
- 170 additional beds through double celling at South Central Correctional Facility (SCCF)
- 174 additional beds through reorganization of housing unit space at Southeastern Tennessee State Regional Correctional Facility (STSR) and Brushy Mountain Correctional Complex (Morgan County site)
- 350 temporary minimum custody beds for probation and parole violators at the Middle Tennessee Mental Health Institute until the expansion at the Wayne County Boot Camp could be completed
- 1500 additional beds through contract with Hardeman County

B. Departmental Initiatives to Contain Costs

Over the past ten years, the department has made the following efforts to be more cost-effective.

- Established contract-monitoring staff that reports to the deputy commissioner, including a full-time contract monitor at each of the three privately managed prisons, three (3) full-time monitors for the state-wide health and mental health care contracts, and one full-time monitor who reviews all other significant contractual operations (i.e., substance abuse programming, inmate transportation, inmate drug screening, etc.)
- Implemented a system-wide security threat group (inmate gang) identification and management program, including a treatment program located at the Southeastern Tennessee State Regional Correctional Facility (STSR) to facilitate an inmate's withdrawal from gang activities and membership
- Instituted an inmate co-payment for health care and dental services
- Increased the number of community service crews by approximately 50 (from 62 to 114 average)
- Enhanced the Tennessee Offender Management Information System database through the completion of approximately 1,450 Systems Investigation Requests (SIRs)
- Converted to new staff telephone systems that are estimated to save \$900,000 over a ten year period
- Anticipated \$3,000,000 in savings in the initial year of the new health care contract

- Implemented recycling programs
- Saved an average of \$1,561,000 annually over previous four years through the energy usage reduction program
- Gained \$9,900,000 in annual savings due to FY96/97 and 97/98 departmental reorganization (combined prison complexes, elimination of some upper level management positions, increased inmate to teacher ratios, and closure of smaller, less cost efficient institutions)
- Gained significant savings in vehicles and equipment over a four year period
- Implemented the State's Comprehensive Food Service Program (cook/chill) at all TDOC institutions
- Realized an estimated \$600,000 in annual savings since FY96/97 due to in-house maintenance of electronic security systems
- Reduced operational costs by increased double-celling of medium custody beds (1504 since January 1995)
- Reorganized and improved commissary operations, resulting in a change from the net loss of \$180,000 during FY 1994/95 to a net profit of \$515,291 in FY00/01
- Increased use of inmate labor for both site renovations and to complete some finish work at new TDOC sites (install cell furniture, painting, clean-up, landscaping, etc.), for which savings vary each year depending upon the number and scope of new construction projects
- Closed the 526-bed Cold Creek Correctional Facility with the opening of 1536 new medium security beds at the West Tennessee High Security Facility, resulting in decreased operational costs

These initiatives have contributed to the containment and reduction of the inmate cost per day during the last six years; in FY96/97, that cost (including overhead and excluding capital costs) was \$48.66, and in FY01/02 was \$47.63.

Inmate Cost Per Day System Averages

Fiscal Year	Cost Per Inmate Per Day
1996/97	\$48.66
1997/98	\$46.12
1998/99	\$45.69
1999/2000	\$45.45
2000/01	\$47.37
2001/02	\$47.63

C. Capacity Changes

The department has expanded its number of beds by 6,370 in the last six years.

The department has continued expanding to meet the ever-increasing population demand with several longer-term projects. The department's planning continues to emphasize a cost-effective

approach that provides safe, secure housing and programming. In the last six years, the department has expanded its number of beds by 6,370. Major changes include:

- 97/98 DeBerry Special Needs Facility Addition 188 beds
- 96/97 and 98/99 Contract with Hardeman County (HCCF) 2,016 beds
- 02/03 Contract with Hardeman County (WCFA) 1,536 beds
- Double celling 1,174 medium security beds 1,174 beds
- 97/98 Unit Addition at Wayne County Boot Camp 300 beds
- Tennessee Prison for Women New Construction (1997 and 2001) 416 beds
- 98/99 West Tennessee State Penitentiary New Construction 1,536 beds
- 98/99 Closure of Cold Creek Correctional Facility <526> beds
- 97/98 Closure of Chattanooga Community Service Center <120> beds
- 97/98 Closure of Knoxville Community Service Center <150> beds

The department has completed double celling of medium custody beds with the additional 170 beds at NECX that were added in 2002. Only 132 medium security cells (at TCIP) remain single celled. An increase in capacity at this site requires expansion of the institutional wastewater treatment facilities, which is currently being planned.

D. County Jails

Historically, payments to local jails for housing State felons were intended to compensate the counties for direct costs (FY01/02 cost for housing felons at the local level was approximately \$104,267,000). The Grubbs vs. Bradley litigation in the 1980's and early 1990's required the department to off-line hundreds of beds at a time when the Tennessee felon population was continuing to grow. Legislation passed in 1986 (the County Correctional Incentives Act) allowed county jails to contract with the State to house locally sentenced felons serving 1 to 3 year sentences (except large metropolitan counties, which could house those with 1 to 6 year sentences). Two counties, Davidson and Shelby, have contracted to house locally sentenced felons based on the 1986 legislation. A per diem reimbursement rate of direct costs plus overhead and depreciation (reasonable and allowable cost) was established as a fair method of compensating the counties for housing State felons. Currently, the cap on these per diem payments depends on the actual fiscal year cost, not to exceed \$35 per day, except for the Metro Davidson County Detention Facility and Shelby County Penal Farm, both housing 1 - 6 year locally sentenced felons, which are paid their actual costs, regardless of amount, and the Johnson City Jail, which has a contract to house female felons at a rate of \$36.75 per day. The FY03/04 TDOC budget reflects a reduction to \$32.00 per day for non-contract jails holding back-up felons.

Other convicted felons housed by county jails are considered "back-up" felons. These are maintained in the jails until space is available in the TDOC prison system. An average of 1,700 male and female felons are in this status at any given time, with approximately 1,025 of these still awaiting judgment orders before they are eligible to transfer to TDOC custody. Current law (TCA 41-8-106[g]) provides that the department shall take into its custody all convicted felons from any county which has not contracted with the state to house such felons within fourteen days of receipt of all certified sentencing documents from the clerk of the sentencing court. In addition to the County Correctional Incentives Act, TCA 4-3-603[b] allows the commissioner to enter into contracts with local government entities for the housing of convicted felons in local facilities when available facilities of the

department are overcrowded. Currently, fifteen (15) counties have signed these type contracts for housing felons in their jails.

As of June 2003, the county jail system encompassed approximately 22,613 beds, with approximately 6,617 beds utilized by State and locally sentenced felons, 4,904 convicted misdemeanants, 6,232 pre-trial felons and 2,259 pre-trial misdemeanants, and 772 “others”, for a total of 20,784 utilized beds. **(See Appendix 4.)** The June 2003 Jail Report indicates the number of convicted felons in TDOC back-up status was 1,956.

III. Projected Bed Needs

A. Population Projections

As noted earlier, the department relies on annual population projections to determine the number of felons that will require bed capacity either in TDOC or in local jails. The January 2003 population projections are predicated on the assumption that at any given time there will be 4,000 locally sentenced male and female inmates serving their sentences in county jails, and 1,025 inmates in “back-up” status (i.e., housed in the county jails awaiting transfer into TDOC’s custody to serve their sentences). In addition, the assumptions presume that 9.3% of these offenders will be female. Therefore, male and female jail capacity (for felons only) is anticipated as follows in the population projections for the next ten years:

Felons Only	Locally Sentenced	Back-Up	Total
Male	3628	930	4558
Female	372	95	467
Total Jail Capacity	4000	1025	5025

Based on the most current population projections, there will be a total of 29,767 felons requiring bed space either in TDOC or local jails by June 2012 (27,721 males and 2,046 females). Given the current assumptions that 4,000 of these felons will be locally sentenced and serve their sentences in the jails, and another 1,025 will be held in the jails awaiting proper sentencing documentation, the remaining 24,742 felons are the responsibility of TDOC. TDOC currently has a total operating capacity of 19,690 (including the new contract at the Whiteville Correctional Facility (WCFA), with an operating capacity of 1505). This represents a current projected unmet demand over the ten year period of 5,052 beds (4,653 males and 399 females). **(See Appendix 5.)** This plan provides sufficient options to meet the male felon bed needs through 2012.

Based on current GWU projections, there will be 29,767 felons by 2012...

This unmet demand must be managed (barring any changes in sentencing or sentence credit awards, alternative diversion programs, parole grants, or current legislation) through increased TDOC capacity. Should TDOC not be able to construct sufficient bed space, it would become necessary to increase reliance on local jails, perhaps beyond their capacity, or contract for additional private beds in Tennessee or in another state.

The State's capital projects funding cycle (from initial submission of projects for funding through completion of major construction projects) is approximately four (4) to five (5) years. Based on this time frame, the department seeks capital dollar improvements approximately five years before bed space is actually needed. Funding is currently available for the construction of sufficient beds to meet the male felon bed space needs through 2006.

Other assumptions upon which the facility bed planning numbers are based include:

- Compliance with State statutes, court orders, and accepted correctional practices
- For bed planning purposes, TDOC assumes local jails will house only 1,025 male and female offenders in back-up status at any given time
- TDOC will continue to operate the male alternative incarceration unit (Wayne County Boot Camp)

B. Projected Capacity Increases

The need for beds in the east and middle regions of the state are illustrated in the chart below titled "Bed Capacity and Population by Region".

Capital Projects Management's consultants estimated the 2012 inmate population by region of conviction utilizing a five (5) year average of felon admissions by county of primary conviction (extracted from TDOC's Annual Reports for FY98 - 02). The averaged percentages were then applied to the 2012 population projections. As a result, the consultants postulate that in 2012, 35.3% of felons in TDOC custody will have been committed from the east region of the state, 42.3% from the middle region, and 22.4% from the west region.

To date, TDOC has developed preliminary options for several expansion and new construction projects that could meet the unmet demand for bed capacity. While the consultants' report identified acceptable new prison sites in four (4) counties, the department is considering recommending two (2) sites be selected based on system bed needs and operational efficiencies. The expansions of current facilities, combined with construction of new prison beds, could add sufficient beds to the current TDOC operating capacity to meet the 2012 demand projected in the latest population projections.

Bed Capacity and Population by Region

Region	2003 TDOC Operating Capacity		2003 Inmate Pop by Region of Conviction*		2000 TN Census Distribution by Region
	Number	Percent	Number	Percent	Percent
East	4,406	22.4%	6,043	31.68%	36.6%
Middle	6,510	33.1%	7,738	40.57%	36.8%
West	8,774	44.6%	5,292	27.75%	26.6%
Total	19,690	100.0%	19,073	100.00%	100.0%

*From TDOC stock population 8/2003

C. Privatization Efforts

In response to criticism of waste and inefficiency in government spending, public officials have sought innovative methods for reducing the cost of operations. The department is committed to ensuring that the State receives the same quality of services and value for the taxpayers' dollars as the private sector would expect from its suppliers. In addition, the department believes that it may be necessary to maintain some contracts managed by private companies as long as the cost of doing so is less than the State's and services are not compromised. Should additional privatization of prison beds be considered, the department believes it is advisable to look toward newly-built or newly-acquired facilities when expanding in the private sector, rather than attempting to privatize facilities that have traditionally been operated by the state.

Certain elements are essential for privatization efforts to be successful:

- Specific services required have to be properly defined.
- Contracts have to be explicit and include all expectations.
- Proposal evaluations, contract negotiations, and agreements have to be detailed with the expectations mutually accepted by both parties.
- A review and monitoring process has to be established to ensure that appropriate services are being provided and all contract requirements are being met.
- A comparison process to ensure the contractor's efforts mirror those of the department, and that like services of similar quality are being provided.

The department's first prison management privatization effort in 1992 was to contract with Corrections Corporation of America (CCA) to operate and manage South Central Correctional Facility (SCCF), a 1,676 bed adult male facility in Clifton, TN. The project began as a comparison between SCCF, the Northeast Correctional Center (NECC), and the Northwest Correctional Center (NWCC). After the initial comparison was completed, the State determined there was value in continuing its partnership with the private sector. As the stress on county jails continued and the need for additional prison bed capacity was not addressed by new construction, the department in 1997 negotiated a contract with the Hardeman County Correctional Facilities Corporation (HCCFC) for 2,016 medium security beds for adult male offenders in Whiteville, TN. HCCFC in turn subcontracted with CCA to operate and manage this institution (the Hardeman County Correctional Facility, or HCCF) on a daily basis. This same contractual arrangement was employed again in 2002 for 1,505 beds at another CCA facility in Whiteville.

Currently, the three institutions managed by CCA provide services for minimum and medium custody inmates only, and do not provide for specialty populations (i.e., long-term maximum custody, initial classification, special needs, etc.).

The table on the next page illustrates the growth of privately managed beds now utilized by the department.

January/Yr	Op Cap	# Public	% Public	# Private	% Private
1993	11,116	10,156	91.4%	960	8.6%
2003	19,690	14,567	74.0%	5,123	26.0%

IV. Construction Options

The following represents potential additional beds (new construction and/or expansion at existing facilities) which would meet the male felon bed needs projected over the next ten years. Potential sites in Weakley, Morgan, Trousdale, and Bledsoe counties were reviewed by Capital Projects' consultants.

Morgan County Construction/Closure of BMCX Site 1:

Due to the high cost of maintaining the century-old Brushy Mountain site (BMCX Site 1) and the operational challenges this presents to the correctional system, the department is considering closing this site and building new beds in Morgan County adjacent to the Morgan County Regional site (BMCX Site 2). Morgan County is a good location for new beds for several reasons. The need for beds in East Tennessee is greater than any other region at this time. The chart on the page 8, titled "Bed Capacity and Population by Region", illustrates the current imbalance in bed availability as compared with the inmates' region of conviction and the general population's distribution across the state.

Regardless of new construction at Morgan County, a decision to close the Brushy Mountain site is inevitable at some point in the future. A consultant's report submitted by Heery International in late 1997 indicated significant physical plant improvements would be needed over the next twenty years, at a cost of \$15,000,000 to \$20,000,000, to maintain this site as an operating prison. In addition to this report, the department was recently fined up to \$15,000 by the Tennessee Department of Environment and Conservation for violation of its continued waste water plant discharge permit levels for quantity and quality of effluent delivered to the receiving stream. While the actual cost to correct these violations is not yet known, it is estimated to be between \$750,000 and \$850,000. In addition to the physical plant considerations, closing BMCX Site 1 and replacing it with new bed construction would reduce the need for additional operational dollars by approximately \$13,000,000.

Construction of new beds near the existing BMCX Site 2 (MCRC site) is optimal for several reasons.

- The State already owns the property, and there is tremendous community support for the project there.
- A number of construction/physical plant and operating efficiencies can be realized by the co-location of the new beds near the MCRC site.
- The availability of a minimum security inmate labor pool in close proximity to assist in the construction, clean up, and finishing processes provides a cost avoidance of approximately \$600,000.

- A combination of new construction and reallocation of current space will allow the two prisons to share maintenance, warehouse, commissary, and industry space, as well as facilitate some shared staffing, possibly including personnel, training, transportation, records office, procurement, state property, and business office functions.
- Other efficiencies realized by building at this site include the expansion of initial intake from the county jails (i.e., increased classification bed capacity), which is desperately needed to keep pace with the overall capacity of the department as well as reduce the burden imposed on the county jails when they must transport inmates across the state if they transfer the inmate to TDOC custody. The Middle Tennessee reception site (MTCX) is not considered a viable option for expansion. The Morgan County site would equalize intake across the state, and save in new prison programming costs, as those inmates undergoing initial classification are not eligible for job or program assignments. Those programming costs include construction of classroom and vocational lab space, as well as supplies, equipment, and instructor salaries/benefits.
- TRICOR has not identified a specific industrial component for a new prison or existing prison expansion. 30,000 square feet of industrial space (less than half utilized) is available at the existing MCRC site. Therefore, the department would prefer not to identify the need to construct additional industry space until a specific site and the new bed capacity is identified. When identifiable industry programs are known, the state can proceed to construct the needed space on property identified on the site for this purpose.
- The additional capacity for maximum and close custody inmates is desperately needed in the system. The department has previously proposed to expand RMSI in Davidson County; however, while this expansion for maximum security remains the most favored option, the Metro Davidson County Council and legislative members have been strongly opposed to any expansion in the county. In East Tennessee, there are currently only 96 beds at the BMSP site and 72 beds at NECX for this population. The familiarity and experience the BMSP site staff brings to managing maximum custody offenders enhances this location's suitability for the maximum custody capacity.
- The additional medium security beds at Morgan County would enhance the department's ability to promote family support and community reintegration for inmates from the east region of the state, as well as facilitate court transports to counties in the region. A reduction in staff costs and possibly in vehicle demands should be realized when transporting inmates to court appearances in East Tennessee, and shorter runs create less potential security issues in the community. Family support and visitation would be greatly advanced by the location of new prison beds in East Tennessee, as would inmate release preparation, to include pre-release furloughs, reduced costs for release bus tickets, and enhanced work release availability. Departmental staff receive calls on a daily basis from family and friends of inmates, as well as from attorneys and legislators calling on behalf of these individuals, requesting the transfer of inmates to the east region of the state to facilitate family contact, visitation, and court access. The construction of new prison bed capacity in East Tennessee would contribute significantly to the department's ability to honor these requests and to overall population management throughout the system.
- Finally, staffing costs at the new MCRC site would be lower than they would elsewhere, as the staff of the BMSP site is expected to move en masse to the new site,

thereby providing a core staff of very stable, trained correctional professionals to operate the new addition. An experienced staff helps ease some of the difficulties inherent in opening a new prison. The 2002 turnover rate for correctional officers at BMCX was 8.8%, 19.1% lower than the statewide average of 27.9%, which will result in lower annual training costs. In addition, of the potential sites reviewed by CPM's consultants, Morgan County was second only to Trousdale County in the number of available, qualified unemployed citizens.

The department would explore, in conjunction with the local community, use of the existing Brushy site, including any historical preservation which may be determined advisable.

STSR (Bledsoe County) Expansion:

Construction of new beds near the existing Southeastern Tennessee State Regional Correctional Facility (STSR) would be beneficial for several reasons.

- The State already owns the property, and there is significant community support for the project.
- The need for beds in East Tennessee is greater than any other region at this time.
- A number of construction/physical plant and operating efficiencies can be realized by the co-location of the new beds near the STSR site. Currently, STSR is one of the smallest institutions in the system, and an increase in the bed capacity would decrease the inmate cost per day.
- The loss of local industries would be somewhat offset by the additional employment opportunities at STSR. A further economic benefit to the community would be the increased water available to the area as a result of the necessary infrastructure improvements related to new prison beds.
- The availability of a minimum security inmate labor pool in close proximity to assist in the construction, clean up, and finishing processes provides a cost avoidance of approximately \$600,000.
- A combination of new construction and reallocation of current space will allow for shared maintenance, warehouse, commissary, and industry space, as well as facilitate some shared staffing, possibly including personnel, training, transportation, records office, procurement, state property, and business office functions.
- TRICOR has not identified a specific industrial component for a new prison or existing prison expansion. 18,400 square feet of industrial space exists at the current STSR site. The department would prefer not to identify the need to construct additional industry space until a specific site and the new bed capacity is identified. When identifiable industry programs are known, the state can proceed to construct the needed space on property identified on the site for this purpose.
- The additional medium security beds at STSR would enhance the department's ability to promote family support and community reintegration for inmates from the east and middle regions of the state, as well as facilitate court transports to counties in the region. A reduction in staff costs and possibly in vehicle demands should be realized when transporting inmates to court appearances in east or middle Tennessee, and shorter runs create less potential security issues in the community. Family support and visitation would be greatly advanced by the location of new prison beds in East Tennessee, as would inmate release preparation, to include pre-release furloughs,

reduced costs for release bus tickets, and enhanced work release availability. Departmental staff receive calls on a daily basis from family and friends of inmates, as well as from attorneys and legislators calling on behalf of these individuals, requesting the transfer of inmates to the east region of the state to facilitate family contact, visitation, and court access. The construction of new prison bed capacity in East Tennessee would contribute significantly to the department's ability to honor these requests and to overall population management throughout the system.

- The experienced staff in place at the current STSR site would aid in reducing some of the difficulties inherent in opening new beds. The 2002 turnover rate for correctional officers at STSR was 7.2%, 20.7% lower than the statewide average of 27.9%, which will result in lower annual training costs. According to the consultants' review of the labor pool, there are over 6,000 available, qualified unemployed citizens within 50 miles driving radius of the site.

Trousdale County New Prison Construction:

While all the sites evaluated are acceptable sites for a large new prison, Trousdale County would be a favorable location for several reasons.

- The need for beds in Middle Tennessee is illustrated by the chart on page 8. This chart shows the current imbalance in bed availability as compared with the inmates' regions of conviction and the general population's distribution across the state.
- The local county officials have expressed interest in a prison being constructed in the county.
- In addition, the middle region of the state has comparatively few time-building beds (**see Appendix 1**) due to the concentration of "specialty prisons" in Middle Tennessee and Davidson County in particular. MTCX is the middle region's intake and initial classification facility, RMSI is a maximum security prison, DSNF is the health and mental health facility for the state, TPFW is the female facility, and WCBC houses the boot camp and technical violator programs for the state. In essence, only two facilities out of seven in Middle Tennessee (SCCF and TCIP) have significant bed space to house medium custody inmates in general population; their distance from the majority of Middle Tennessee counties does not easily accommodate family support and visitation, community reintegration, and inmate transportation needs (i.e., court, medical, escorted visits, etc.).
- If located in Trousdale County, the additional medium security beds at the new prison would enhance the department's ability to promote family support and community reintegration for inmates from the middle region of the state, as well as facilitate court transports to counties in the region (including Davidson). A reduction in staff costs and possibly in vehicle demands should be realized when transporting inmates to court appearances in Middle Tennessee, and shorter runs create less potential security issues in the community. Family support and visitation would be greatly advanced by the location of the new prison in Trousdale County, as would inmate release preparation, to include pre-release furloughs, reduced costs for release bus tickets, and enhanced work release availability. Departmental staff receive calls on a daily basis from family and friends of inmates, as well as from attorneys and legislators calling on behalf of these individuals, requesting the transfer of inmates to the middle region of the state to facilitate family contact, visitation, and court access.

The construction of a new prison in Trousdale County would contribute significantly to the department's ability to honor these requests and to overall population management throughout the system.

- Capital Projects Management's consultants reviewed the available, qualified unemployment pool in all counties with proposed prison sites, and found Trousdale County had the largest pool. There were 14,283 qualified, available unemployed citizens in Trousdale and neighboring counties who lived within a 50 mile driving radius, as opposed to 8,561 in the Morgan County area, which had the second highest number of qualified unemployed individuals.
- While TRICOR has not identified a specific industrial component for a new prison or existing prison expansion, the Trousdale site would provide a favorable operational location for a modular housing program being considered, due to ease of accessibility by major highways and proximity to a large metropolitan area.

Weakley County New Prison Construction:

Although the site in Weakley County is acceptable for a large new prison, the major drawback is the overage of beds in West Tennessee as compared to the east and middle regions of the state. However, the Weakley County site does have some potential advantages:

- There is community support for the project.
- The Weakley County site is the second least expensive site evaluated for a large, stand-alone prison.
- The site is easily accessible by major roadways.
- Capital Projects Management's consultants reviewed the available, qualified unemployment pool in all counties with proposed prison sites, and found there were 7,536 qualified, available unemployed citizens within a 50 mile driving radius.
- The loss of local industries would be somewhat offset by the additional employment opportunities at a new prison.

Turney Center Industrial Prison (TCIP) +132 beds:

The last remaining medium security single cells in the TDOC system are located at TCIP. There are 132 of these cells, and they cannot be utilized for double celling until an upgrade of the wastewater treatment plant at that site is completed. The upgrade project was submitted to and approved by the State Building Commission in April 2003, and it is anticipated that the project will be completed and the 132 additional beds ready for occupancy by late 2004.

DeBerry Special Needs Facility +300 beds:

TDOC has developed a program plan for a 300 bed long-term care unit at the DeBerry Special Needs Facility. This plan has been submitted to the Select Oversight Committee on Corrections (SOCC), which prepared a comment recognizing the need for the expansion and forwarded it to the State Building Commission (SBC). In addition, the SOCC forwarded an objection to the expansion raised by the Davidson County legislative delegation. On January 14, 2002, the SBC asked the Tennessee Department of Correction to continue working with the Davidson County legislators to resolve concerns expressed about adding any new prison beds in Davidson County. The SBC also asked

the department to explore the feasibility and cost of adding long term care beds at regional sites. If approved, the addition of 300 beds at DSNF will increase the number of total beds at that site from 800 to 1,100.

The department proposes to construct the new 300 bed medium security unit at DSNF for the purpose of housing offenders who require long-term nursing care or assisted living in a therapeutic correctional environment. The new building will be designated as a Long Term Care (LTC) Unit, designed for the housing and treatment of special needs offenders, specifically the frail elderly, the chronically ill, and the physically disabled who cannot be readily integrated into the general population but who still require a secure environment. The LTC Unit will provide care for offenders who do not require permanent assignment to a hospital, but who require more direct assistance with activities of daily living (ADLs) than that routinely available in the general population of other TDOC facilities. ADLs include bathing, showering, eating, grooming and personal hygiene, dressing oneself, etc.

The establishment of the LTC Unit will permit the reassignment and transfer of eligible special needs offenders from their current institutions to DSNF. Their vacated beds will then be back-filled with appropriate general population inmates. Such reassignments should decrease TDOC's transportation costs by reducing the number of temporary transfers from other institutions to and from DSNF for medical and mental health intervention.

This expansion will permit DSNF to grow in a manner compatible with the expanding prison system, as well as to utilize its internal bed space more efficiently. DSNF is the prison system's only institution dedicated solely to medical and mental health service delivery; therefore, its size and scope of services must keep pace with the ever-increasing incarcerated population. Moreover, DSNF will be able to reassign some of its special needs offenders from high demand health center beds to more appropriate LTC Unit beds. The LTC Unit will be designed to accommodate future expansion as authorized and needed.

West Tennessee State Penitentiary (WTSP) +150:

Due to the demand for additional male minimum security beds by 2012 (see TCIP above), and the need for added capacity at the largest facility in the state for minimum custody inmates to meet the needs of community service work crews and TRICOR's agricultural and industrial operations, the department proposes "twinning" the existing 150 bed prototypical annex. The WTSP annex expansion involves duplicating the existing prototypical structure in a mirror image (with modifications as necessary), thereby increasing the total beds available from 150 to 300. The department will follow standard procedures established when similar annexes were previously "twinned" at Northeast Correctional Complex, Northwest Correctional Complex, and South Central Correctional Facility.

This expansion is in keeping with the department's commitment to the principle of "least restrictive environment", thereby ensuring each inmate is housed in the most appropriate

custody level in accordance with his/her supervision needs. The additional 150 beds would bring WTSP's total capacity to 2,732.

Turney Center Industrial Prison (TCIP) + 148 beds:

Population projections indicate a need for additional minimum security capacity by 2012, based on the amount of inmate growth and the current percentage of male inmates housed in minimum security settings (18.4%). The department proposes to replace the 152 bed annex at TCIP with a more efficient, larger prototypical annex. This would bring the total beds at this facility to 1,416 (including the 132 bed double celling completion noted above). TCIP's need for additional minimum custody inmates for community service crews and farm operations supports the expansion of minimum security housing at this location.

V. Female Bed Expansion

The department is developing a revised female felon plan that will address in detail the specific capacity needs of female offenders over the next ten years. The current operating capacity for female felons in TDOC is 1,180. This new capacity level is the result of converting Mark Luttrell Correctional Center from a male classification facility to a female time-building facility, thereby gaining 440 female beds (120 beds when the annex was converted to female offenders in October 1997, and 320 beds when the remainder of the facility was converted to a female facility in June 1999), and the net gain of another 416 beds through the two new construction projects completed at the Tennessee Prison for Women since 1997.

While no existing prison expansion proposal through 2008 is anticipated based on the recent population projections, the current updating of the female felon plan will dictate any further proposals for female bed expansion.

VI. Summary

The options outlined in this document provide sufficient TDOC operating capacity for male felons to meet the projected unmet demand between June 2003 and June 2012. As these projects are finalized and undertaken, there no doubt will be variations as challenges arise and as the projections are modified annually. However, this provides a blueprint for the department to follow based on the information now available. The department's strategic plan for prison population management continues to recognize the value of maximizing the double celling of medium and minimum security prisoners, utilizing the space on land currently owned by the state and used for correctional purposes, expanding specialized programs in the most cost-effective manner, and continuing our current partnerships with the private sector where it is cost effective.

TDOC Bed Availability - 2003

TDOC Beds (Male & Female)	Region	Operational Capacity by Region		Type of Mgmt.	Public/Private Op Cap (Male & Female)	
1/2003		1/2003			1/2003	
19,690 – Op Cap	East	Number	Percent	Public Private	Number	Percent
	Middle	4,406	22.38 %		14,567	74%
	West	6,510	33.06%		5,123	26%
		8,774	44.56 %			

A. Funding Availability

Since 1996, the department has pursued and been awarded federal grant funds under the Violent Offender Incarceration/Truth-In-Sentencing Act (VOI/TIS). To date, TDOC has received a grand total of \$73,172,866 in VOI/TIS funds, of which \$5,600,000 was used to complete the recent expansion of the Tennessee Prison for Women. Another \$3,600,000 has been designated for use by the Department of Children's Services for expansion of the Woodland Hills Youth Development facility. Due to miscellaneous smaller draw-down amounts used in other proposed VOI/TIS projects, approximately \$62,700,000 remains in VOI/TIS funding availability, which can only be used to increase capacity for incarceration of violent or long-term offenders under the grant guidelines. A minimum of a 10% state match in funding is required. (Note: These funds can only be used to construct additional beds, not displace beds.) Since state funds for a new prison were approved in FY96, VOI/TIS funding awarded after this date cannot be used for prison construction until all state allocated funds are obligated.

In addition to the VOI/TIS funds, there is \$86,470,000 in the FY02/03 capital budget designated for construction of a 1700 bed institution.

Finally, \$16,274,500 is available in the Sentencing Act of 1985 account.

This total provides \$165,444,500 for new prison bed expansion.

The table on the next page illustrates the potential funding sources and anticipated construction costs for each of the expansion/construction projects discussed above. These costs represent the latest information available to the department from both the consultants' study and other Capital Projects Management sources, and are subject to modification depending upon sites selected and final design choices.

ESTIMATED PROJECT OPTIONS: COSTS AND FUNDING

	Project Option	Construction Cost Estimate*	Per Bed Cost	Potential Funding Source
1	Expansion at existing Morgan County Regional site	\$82,400,000**	\$45,676 - \$53,230**	Federal VOI/TIS funds and/or State appropriations. VOI/TIS funds cannot be used for any displacement.
2	Expansion at existing STSR site	\$41,993,000**	\$41,205 - \$45,057**	Federal VOI/TIS funds and/or State appropriations. VOI/TIS funds cannot be used for any displacement.
3	New Morgan Co. stand alone prison @ 2,316 beds (+1,726 net beds due to closure of BMSP site's 590 beds.)	\$110,400,000	\$47,668	Federal VOI/TIS funds and/or State appropriations. VOI/TIS funds cannot be used for any displacement.
4	Stand-alone prison @ 2,316 beds at Bledsoe Co. adjacent to existing facility	\$111,600,000	\$48,187	Federal VOI/TIS funds and/or State appropriations. VOI/TIS funds cannot be used for any displacement.
5	Stand-alone prison @ 2,316 beds at Trousdale Co. site	\$112,600,000	\$48,618	Federal VOI/TIS funds and/or State appropriations. VOI/TIS funds cannot be used for any displacement.
6	Stand-alone prison @ 2,316 beds at Weakley Co. site	\$112,600,000	\$48,618	Federal VOI/TIS funds and/or State appropriations. VOI/TIS funds cannot be used for any displacement.
7	TCIP addition (final double celling) of 132 medium security beds	N/A	\$10,265	No costs involved for additional cells, cell furnishings, etc. State and federal VOI/TIS funds utilized for sewer capacity expansion.
8	DSNF (+300 beds)	\$12,000,000	\$40,000	State appropriations
9	WTSP minimum security annex addition @ 150 beds	\$4,500,000	\$30,000	State appropriations
10	TCIP prototypical minimum annex @ 300 beds (+148 net bed gain)	\$8,500,000	\$28,333	State appropriations

*Excludes site development costs.

**These costs do not include efficiencies realized by co-locating near an existing prison and reduced construction costs for spaces utilized for shared functions.

B. Other Plans to Minimize Inmates' Return to TDOC

While TDOC's primary mission is to ensure the public's safety through the incarceration of convicted felons, a secondary goal involves the provision of rehabilitative services, which may reduce the recidivism rate, thereby reducing the demand for TDOC bed capacity. In Fiscal Year 2001/02, 5,126 of the felons committed to TDOC custody were probation or parole violators. This constitutes 38.5% of the total admissions systemwide. **(See Appendix 2.)**

In an effort to reduce recidivism rates, TDOC has incorporated several initiatives in its strategic plan which are designed to improve inmate life skills and provide opportunities to succeed upon release.

- Pre-release programming is being intensified and enhanced. A Director of Pre-release and Transition Services was established in central office. This individual was charged with developing a new pre-release curriculum for all institutions using consistent materials and lesson plans, expanding the pool of community resources for use as pre-release guest speakers and referrals for services for offenders upon release, assisting in developing and presenting the training for institutional pre-release coordinators, etc. The department is working to expand the availability of full scale pre-release services (previously located at one site in each region of the state); positions have been established to provide a pre-release coordinator at each TDOC institution. In addition, the Director of Mental Health Services is working with the Department of Mental Health/Developmental Disabilities, Board of Probation and Parole, and various community mental health agencies to expand transition services available to inmates with mental health care needs upon release from custody.
- TDOC has partnered with BOPP to obtain federal grant funds for the Tennessee Bridges program, a three phase community reintegration program aimed at serious youthful violent offenders. The program, consisting of forty-four (44) beds located in Davidson County at the Middle Tennessee Correctional Complex, includes an institutional educational component, a work/education release component involving electronic monitoring while the inmate is off institutional grounds, and twelve months of enhanced community supervision, including a required community service component, upon release on parole.
- The department's Planning and Research section is working to develop a broad-based recidivism study which will incorporate a program evaluation component designed to measure the impact of programming on the recidivism rate. This should enable the department to better allocate its resources to impact the return rate of offenders in the most effective manner possible.
- Continuation of the boot camp program at Wayne County, which provides an opportunity for felons who meet certain offense, sentencing, and other criteria to complete a military style boot camp program, which includes GED studies and substance abuse programming, to serve 90 to 120 days and be released to complete the remainder of their sentence on probation.
- Continuation of a probation/parole technical violator program at the Wayne County facility which provides the Board of Probation and Parole an alternative to returning technical violators to a time-building institutional environment. This program provides offenders with a minimum of four months (although BOPP generally recommends a new parole hearing anywhere from eight to twelve months from the revocation date) of community service crew or institutional

support work, as well as education, substance abuse treatment, and other treatment programming.

- Continued provision of academic and vocational programming for approximately 20% of the prison population to enable inmates to obtain their GED and learn a vocational skill prior to release into the community.

C. Current and Future TDOC Initiatives

In addition to planning for capacity increases, the department continues to plan for the future needs of the correctional population as a whole, and it is actively seeking ways to reduce and contain costs associated with the custodial aspect of the State's criminal justice system. Some of these initiatives are noted below.

- Continued development and utilization of teleconferencing for cost reduction potential in training, inmate court hearings, attorney visits, meetings, inmate health and mental health care, inmate visitation, etc.
- Continued emphasis on an effective system of identifying and managing security threat groups (gang members in prison)
- Continued improvements in the Tennessee Offender Management Information System (TOMIS) database
- Participation in the Criminal Justice Information System Task Force
- Increase pre-release programming
- Evaluation of current inmate programs and their affect on recidivism rates
- Continue to increase public awareness of the Tennessee Department of Correction system
- Continue the technical violator institutional program and coordinate with BOPP for community alternatives for these type offenders
- Continued use of inmate labor in any new construction project where allowed